

MINUTES OF THE CITY COUNCIL
CITY OF ORANGE, CALIFORNIA

76 03064

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CHARLOTTE M. JOHNSTON
CITY CLERK 532-0341



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Mayor
Robert D. Hoyt,
Councilman
James A. Jackman,
Mayor pro tem
Don E. Smith,
Councilman

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An excerpt from the minutes of a regular meeting of the City Council, City of Orange, California held December 10, 1974:

City planning Orange

IN RE REPORT ON FOOTHILLS CORRIDOR POLICY PLAN:

The City Manager briefly cited excerpts from a report of J. L. Webb Company, planning consultants for the Foothills Corridor Policy Plan, attached to his memorandum MEM 12-74-4, dated December 6, 1974. Orange County Planning Commission requested Council to renew the policy plan prior to their public hearing on December 17, 1974, and urged Council to attend this hearing.

Moved by Councilman Perez, seconded by Councilman Jackman, and duly adopted, to approve in concept the Foothills Corridor Policy Plan subject to the discretion of City Council to add any additional input relative to this proposal.

AYES: Councilmen, Hoyt, Jackman, Smith, Perez. NOES: Councilmen, None. ABSENT: Councilman, Temple.

I, CHARLOTTE M. JOHNSTON, City Clerk and ex-officio clerk of the Council, City of Orange, California, DO HEREBY CERTIFY that the foregoing is a true, full, and correct copy of that portion of the minutes of a regular meeting of the City Council held December 10, 1974, as appears on record in this office.

Dated this 4th day of June 1975.

Charlotte M. Johnston
Charlotte M. Johnston
City Clerk and ex-officio
clerk of the Council
City of Orange, California

CMJ/lr

cc: Bureau of Public Administration, University of California at Berkeley, University Hall, Berkeley, Ca. 94720.
Bureau of Governmental Research, University of California at Los Angeles, 405 Hilgard Ave., W. Los Angeles, Ca. 90025.

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INTRODUCTION

In the preparation of the proposed Policy Plan the following major premises were established based upon objective qualitative and quantitative information received from the existing physical and socio-economic conditions and from verbal and written input from residents and landowners.

1. The area is definitely rural in character having scenic areas, an open feeling, agriculture and unique natural topographic, vegetation and wildlife characteristics.
2. There are two major topographic and major drainage areas located geographically north and south of the Modjeska Grade.
3. Geographically and socially there are sub-areas within the Foothill Area which possess individual characteristics.
4. There is a great diversity in the population types, incomes, ages, family sizes and occupations within each of the developed areas.
5. Several natural resource deposits exist throughout the area.
6. Generally speaking, the housing is smaller and lower in price and the people have less average income than the Orange County averages.
7. A high potential fire hazard exists throughout the area.
8. Because it abuts the Cleveland National Forest, the Foothill Area contains several areas providing current or potential regional access to this recreational asset.
9. The area is experiencing traffic problems, especially on weekends due to (a) conflicts between local and regional user requirements and (b) topographic constraints to design of a differentiated circulation network.

Based upon these findings and other information discussed in this Report, Goals, Objectives and Policies were developed with the assistance of the Foothill Corridor Planning Committee, the County of Orange and individual residents and landowners. This was followed by the development of a proposed Implementation Program to insure that these Goals, Objectives and Policies are adhered to in all future planning programs and projects.

DEFINITIONS

VILLAGE OR VILLAGE CLUSTER

A self-contained concentration of residential development with local goods and services oriented solely to residents of the area. A village is separated from any adjacent village by major geographic features, open spaces and low density agricultural/residential areas. This is a distinct contrast to an urban area where one residential area blends with another and there is no distinction between areas of one city to another. An important distinction between a village area and an urban area is that in a village the development respects and sensitively reflects the natural character of the area whereas, the urban area development destroys the natural conditions to replace them with development. In short, nature dominates the scene in a village.

DEVELOPMENT AND ARCHITECTURAL COMPATIBILITY OR SENSITIVITY

To be compatible and sensitive, new development should be in harmony visually and functionally with the existing environment. This means that the visual impression is not altered in character from that with which a development is to be compatible and that it does not noticeably interfere with the important functions possible before the new development. There would be no significant change in style or character within the area as a whole unless it is expressly reflecting an objective of a rural village theme.

RURAL DESIGN OR CHARACTER

This is a design or character of development which emphasizes the natural topography, geology, vegetation and wildlife in its Plan.

A design where the development is fit within a natural setting without destroying the important natural features so that the natural setting of an area is preserved and dominates. A design which incorporates the natural materials such as stone and wood. There is an emphasis on the preservation of an informal character with varying setbacks and orientation of housing, roads which are sensitive to topography and an absence of the urban character such as curbs, gutters, street-lights, blockwalls along the roads and regimentation and sameness of housing. Emphasis is on openness and an orientation to the natural features of the area such as the hills, trees, vegetation and natural streambeds.

RURAL LIFESTLYE

A lifestyle oriented away from high concentrations of people, traffic and congestion. One which lacks regimentation and is not ordered by a strict time schedule. A lifestyle which is diverse and individual and one that is oriented to the outdoors with an informal, slow pace of living.

RURAL THEME

An incorporation of an element of rural design or character as a consistent element of design such as the use of a split-rail fence, Sycamore trees, natural wood, etc.

GOALS

1. Provide for a rural environment and lifestyle.
2. Maintain the natural scenic beauty of the area.
3. Promote the health, safety and welfare of the people in the area.
4. Insure that any development is responsive to and compatible with the natural features and socio-economic aspects of the area.
5. Provide for regional and local recreational uses compatible with the local residential environment.
6. Provide policies that encourage a positive economic environment.
7. Identify geographic areas as "Community Planning Areas" which may accomodate future Community Plans or Specific Plans.
8. Promote the awareness of area residents, landowners and governmental agencies to the activities and programs that are conducive to maintaining and promoting the rural characteristics of the Area.



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OBJECTIVES AND POLICIES

1. LAND USE

a. Residential

- (1) Promote informal, rural character of housing responsive to the natural conditions in the area.
- (2) Prevent regimentation through use of a variety of house types and costs with variations in setbacks utilizing curvilinear roads which are responsive to the topography and natural conditions.
- (3) Emphasize the retention of natural open space and a closeness with nature retaining trees, hills and streambeds in their natural state to the maximum degree possible.
- (4) Encourage use of village clusters with major open space, agriculture or natural areas separating villages, yet each in harmony with its neighbor.
- (5) Promote a rural design and architectural theme for housing and villages. Prevent the usage of urban-type curbs, gutters, streetlights and block walls along roads. Promote the use of rustic-type fencing or natural stone walls and incorporate landscaping for screening purposes.
- (6) Permit and encourage the keeping and raising of animals and the use of agriculture in common open areas where not possible on individual lots. Allow for the raising and keeping of animals on individual lots providing for specific conditions under which animals may be kept and the rural character can be retained within certain village areas adhering to County Health Standards.
- (7) Assure that phasing of development of any area is compatible with the services the additional development will require.

- (8) Restrict and control development in areas subject to consistently high noise levels and work to restrict noise levels within the Foothill Corridor.
- (9) Restrict development in designated floodplains and geologically unsafe areas.
- (10) Provide for adequate fire protection of individual units and residential areas.
- (11) Any development of hillsides is to be design-controlled to prevent scarring of the hills and to insure aesthetically pleasing conditions compatible with the natural conditions of the area.
- (12) Promote the use of an A-1 "PD" (Agriculture Zone with a Planned Development Overlay Zone) which would provide for the same density as A-1 at one dwelling unit per four acres, however, it could provide for a clustering of residential development in areas most compatible with this type of development and preserve open space in areas most effected in a negative way by development.
- (13) Allow for a variety of densities to occur according to future Community Plans which provide for clustering of single-family residential development at a density compatible with existing development in a village area and a low density with emphasis on open space and preservation of natural areas for those areas outside villages.
- (14) Specific density allocations are to occur at the Community Plan or Specific Plan stage to be established by the proposed Community Planning Committees for each Community Planning Area. The range of density considerations for village areas may vary in specific areas where it can be demonstrated to be compatible with the village concept and existing development character while retaining the overall rural character.
- (15) The use of attached units or mobilehome parks shall be limited and shall utilize rural design criteria to be compatible with the environment. Specific unit types, number and locations are to be determined by the Community Plan for each area.
- (16) Restrict use of streetlights except in critical areas to preserve the rural character of the area.

b. Commercial

- (1) Provide only for local convenience commercial integrated within the village areas such as the existing "mom and pop" grocery stores.
- (2) Restrict and discourage any regional and community level shopping centers or uses within the area which do not expressly serve the local village residents.
- (3) Allow for regional recreational commercial and provide that it is not in conflict with the rural environment.
- (4) Promote architectural compatibility of commercial development with the rustic, country atmosphere restricting the use of lighted signs which may effect night driving as well as the rural character of the area.
- (5) Do not allow the erection of display of billboards and encourage development of a rural theme for required road signs.

c. Industrial

- (1) Limit industrial uses within the Foothill Corridor to those directly associated with Corridor activity, rural environment and natural resource extraction.
- (2) Minimize adverse effects of natural resource extraction through control of visual screening of a type compatible with the natural environment. Also, control dust and dirt, setbacks, hours of operation and use of roads, investigating alternate routes for trucks.
- (3) Insure restoration of areas used for natural resource extraction.
- (4) Control and review the adverse effects of natural resource extraction listed in (2) and (3) above and others through the standards established by the SG Sand and Gravel Extraction District Regulations, the Sand, Gravel and Mineral Extraction Code and the Excavation and Grading Code of the County of Orange.

d. Public/Quasi-public

- (1) Retain and establish criteria to promote a "country school" atmosphere with a high ratio of teachers to students and a small total number of students per school.
- (2) Investigate the possibility of a rural high school through joint cooperation between districts which may serve the Foothill Corridor Area.
- (3) Encourage the incorporation of agriculture, live-stock and horses in school programs and education where compatible with the desires of the people.
- (4) Promote rural park standards to adapt local parks to the specific character identified for a local area.
- (5) Provide regional parks away from the residential areas of the Foothill Corridor which are responsive to and compatible with the natural vegetation and wildlife of the area. Also provide access to the Regional Parks away from residential areas of the Foothill Corridor.
- (6) Orient motorcycles and dune-buggies away from residential areas. Recommend separate access to the National Forest Area maintaining compatibility with the rural environment using only graded roads for travel.
- (7) Provide for hiking trails and stops and natural areas oriented to this type of trail.
- (8) Promote equestrian rest areas and parks oriented primarily to equestrian activity where appropriate with the character of an individual village or Planning Study Area.
- (9) Investigate the need and possibility of a rural medical center for treatment of the local residents and emergency cases within the area.
- (10) Encourage the incorporation of church facilities within the village area.

- (11) Where practical, encourage the incorporation of public areas such as school grounds, parks, church grounds, etc., into the equestrian or hiking trail networks and to provide areas of open space for animals or wildlife.
- (12) Distinguish local and regional recreation facilities and the financial responsibilities associated with each type.

e. Open Space

- (1) Investigate and establish priority areas for incorporation of permanent undeveloped areas within Community Plan and Specific Plan studies. Specifically promote the incorporation of permanent "public" equestrian or hiking trails within each Community Plan Area.
- (2) Promote the development of programs for acquisition or acceptance of dedication of open space areas designated in the Community Plans. Designate only those areas for permanent open space in which a definite program of acquisition or offering for dedication can be accomplished.
- (3) Do not prohibit the use of private land through the designation of that land as open space. Any lands to be kept in a permanent undeveloped area must be acquired at a fair price to the owners.
- (4) Promote the Greenbelt Plan for Santiago Creek and Aliso Creek insuring open space, conservation and recreational use of these areas.
- (5) Restore waste disposal sites for use as open space, conservation or recreational use.
- (6) Establish criteria for preserving a scenic corridor specifically along routes to development within the Foothill Area.
- (7) Establish specific policies to retain substantial open space, undeveloped areas, natural areas or agriculture between areas for development.
- (8) Support the Open Space and Conservation Element of the County as it applies to this Area.

2. CIRCULATION

a. Roads

- (1) Provide for rural road standards with r/w, radius and grades which are sensitive to hillside conditions. Minimize the number of large cut and fill banks. Landscape cut and fill areas to blend with the natural vegetation.
- (2) Separate to the maximum degree possible, through-traffic, weekend and recreational oriented traffic from resident and owner traffic.
- (3) Promote alternative access away from residential canyon areas to the Cleveland National Forest using only graded roads.
- (4) Explore and propose alternative routes for trucks which frequent the area to protect from the noise and the safety of travel on the roads in the area.
- (5) Support as a priority for improvement, alternate access to O'Neill Park, Escape Country, Coto de Caza and in the Irvine Area promote alternate access to Saddleback Motorcycle Park subject to approval by the Foothill Corridor Committee.
- (6) Discourage and limit through traffic in residential village areas.
- (7) Promote the policies of the Scenic Highways as they apply to the arterials in the area to obtain a rural environmental setting.
- (8) Reject any invasion within the area of additional freeways or major highways.
- (9) Consider additional travel lane to dump site near Irvine Lake.
- (10) Promote investigations of alternative access routes of a low-level such as a local collector or commuter roads to provide additional access to the area in order to avoid concentration of traffic from future development on any single road within the area and to allow for the maintaining of "rural road" standards.
- (11) Consider possible use of "haul" roads for future access when the truck traffic demand has diminished. Consider expansion of these roads in the future for alternate access with rural road standards.

- (12) Discourage the use of any "city-type" traffic lights. Encourage rural character traffic signs, street-lights (where required) and other fixtures such as fire hydrants.
- (13) Where more than two lanes of road are required, encourage the use of separating lanes with opposing traffic to provide for less grading of an area and to be more sensitive to the natural topography. Also recommend the use of tree and shrub-lined medians and parkways which enhance and blend with the natural environment not creating a hard edge but rather, one that responds to the natural and man-made surroundings. Include also scenic turnouts at appropriate locations along the road for sight-seers.
- (14) Restrict the use of trail vehicles, such as motorcycles and dune-buggies, to prescribed trails and to prevent damage to the natural terrain and open land areas, do not allow off-road riding.

b. Trails

- (1) Implement the proposed bicycle trails along the roads to provide bike lanes for safety purposes.
- (2) Encourage the establishment of equestrian trails and encourage connections of local equestrian and hiking trail networks with trails from other village areas and through Santiago, Aliso and other County designated Greenbelt trails. Restrict the use of motor-vehicles from these trails.
- (3) Provide for hiking trails convenient to village or residential areas for access to Cleveland National Forest along the Santiago Greenbelt and other canyon Oak woodlands. Promote walkways to allow safe travel between neighbors within a village area.
- (4) Investigate the possibility and desirability of using fire breaks as hiking and equestrian trails and utilize only graded roads.
- (5) Encourage effective means of insuring the safety of wildlife, hikers and equestrian riders where trails cross roadways, guarding that these means shall not detract from the scenic beauty and rural atmosphere.

3. HEALTH AND SAFETY

a. Drainage

- (1) Incorporate recommendations of FP-1 and FP-2 Zones for future development associated with areas subject to flooding and future areas to be identified in the study by the Corps of Engineers.

b. Fire Protection

- (1) Insure that any new development provides access and water to protect from fire.
- (2) Encourage the preservation of volunteer or paid-call fire services as an integral part of the rural lifestyle so long as these means are capable of providing adequate fire protection of life and property within the area.

c. Sewerage

- (1) Promote adherence to Health Department Standards.

d. Water

- (1) Promote adherence to County Health Department Standards.
- (2) Promote programs with Water Districts to provide adequate reserve supplies, fire hydrants and water pressure for the area.

e. Waste Disposal

- (1) Encourage programs of waste disposal within all developed areas along with "clean-up" programs to enhance the beauty of the area.
- (2) Enforce the restriction of dumping of trash in unauthorized locations.

f. Air Quality

- (1) Promote programs to determine regional air quality input and restrict development which will be significantly detrimental to the air quality of the area.

g. Traffic

- (1) Promote a specific study to evaluate and provide for "rural-road" solutions to hazard areas along existing and future roads.

4. CONSERVATION

a. Topography

- (1) Provide for grading criteria sensitive to the different land characteristics of the area.
- (2) Development is to be done in such a way that it will preserve the natural character of the hills. Outstanding natural features such as major ridgelines, rock outcroppings, oak woodlands etc., should be retained and incorporated in the development plan.
- (3) Create a rural development which encourages a clustering of dwelling units to retain expanses of open space in natural areas not emulating development of level terrain.
- (4) All cut and fill banks shall be finished to harmonize with the existing topography and geology. This includes maintaining a percentage slope of cut and fill similar to the areas within which the slope occurs if geologically stable. Abrupt changes of graded areas are to be avoided, rounding all edges into the natural topography and planting with compatible vegetation.
- (5) All cut and fill banks shall be planted with appropriate erosion retardant cover where geological and soil conditions permit, and native fire resistant plants should be used near structures or along fire break areas where appropriate.
- (6) The extent of cut or fill should be based upon good engineering practices, the recommendations of a geologist and foundation engineer, not an arbitrary limit. However, the amount and treatment of slope banks should adhere to the recommendations in this section.
- (7) Maintain prominent views of and from hill areas which will reinforce the image and quality of the natural environment.
- (8) Roads should be located and sized to minimize the amount of grading required following the natural contours where possible.

- (9) In order to provide grading which is sensitive to the natural topography and to produce a slope which is manageable in scale, extensive slope cut and fill areas are to be avoided use as a general guide, the height of structures in the vicinity as a height limit for cut and fill and blend these areas in with the natural topography and vegetation.
- (10) Develop more definite policies at the Community Plan level which identify treatment of the "critical" areas of topography within a Planning Area such as important streambeds, ridgelines, hillsides, etc., which are important in the preservation and maintenance of the natural character and rural feeling of the area.

b. Wildlife

- (1) Promote and prepare specific studies to enhance and preserve wildlife in the areas as Specific Plans or Community Plans are prepared.
- (2) Promote the future establishment of wildlife sanctuaries in addition to the Bird Sanctuary now in Modjeska aiding in the protection of wildlife natural to Southern California.
- (3) Promote dedication of FP-1 Zones as part of the equestrian, hiking and wildlife trail network.

c. Natural Resources

- (1) Provide for compatible operations of extraction within the Foothill Area and restrict extraction of natural resources unless done so as to be compatible with the scenic and rural environment of the surrounding area.
- (2) Adhere to the Zoning Code of S-G for the County of Orange.
- (3) Provide for the phasing of extraction operations throughout the Foothill Corridor in order to maintain a reasonable ratio between extraction and scenic and rural environment; and to assure that any Community Planning Area or combination of areas does not experience an unreasonable amount of extraction at any one time.

d. Vegetation

- (1) Promote and prepare specific studies to enhance and preserve natural vegetation in the areas as Specific Plans or Community Plans are prepared.
- (2) Protect rare vegetation by promoting the strict enforcement of legislation.
- (3) Promote the retention of native oaks, Sycamores and other native trees, maintaining the oak woodland areas and establish firm policies through Community or Specific Plans to protect this natural vegetation.

e. Historical/Scientific Resources

- (1) Incorporate recommendations from the Orange County Historical Commission to (a) identify historical sites, (b) provide expert testimony for E.I.R. in this matter and (c) minimize visual obstructions, preserving the aura of the canyons.
- (2) Retain and protect historical sites identified within the area.
- (3) Provide further investigation of archaeological and paleontological sites prior to development within the Foothill Corridor Area during the Specific Plan or Community Plan stage.

f. View and Site

- (1) Specific studies to preserve views and scenic corridors to be completed in the Specific Plan or Community Plan stage.

5. NOISE

a. Vehicular and Aircraft

- (1) Incorporate *HUD Guidelines for noise in any future plans and consider incorporation of future Noise Element by the County of Orange.

b. Industrial

- (1) See Orange County Ordinance for Sand-Gravel.

* Since Orange County does not have an adopted Noise Element, HUD Guidelines are recommended.

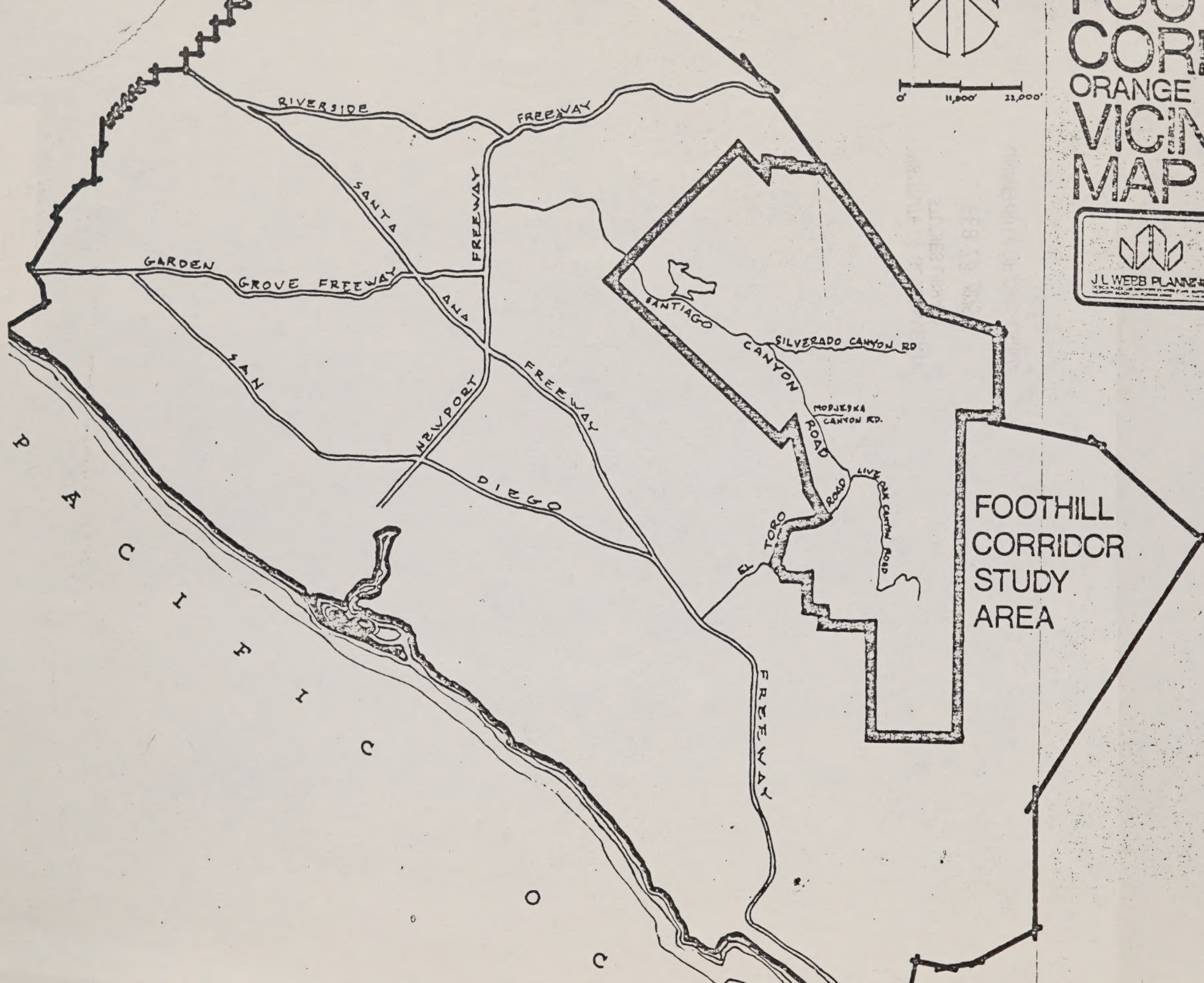
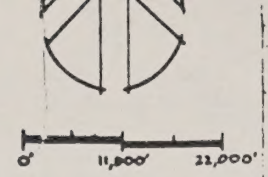
PROPOSED IMPLEMENTATION

1. COMMUNITY PLANNING AREAS

To implement the final adopted Policy Plan it is suggested that the area be divided into Community Planning Areas and the entire Foothill Corridor be changed from a Planning Preserve to a Planning Reserve for the purpose of preparing appropriate plans and policies. This division into Community Planning Areas allows for each community to develop a Community Plan which relates specifically to the characteristics that exist in each area. It also provides a vehicle by which each community can plan and develop its individual identity yet utilize the Policy Plan as a guideline for planning; thus, preserving the goals for the entire Foothill Area.

It has been the consensus of the Foothill Corridor Planning Committee to have the Silverado and Modjeska Areas planned as one Community Planning Area, a combination of four Community Planning Areas. It is also their consensus to establish two major regional areas for the entire Foothill Corridor Area. The dividing line is recommended to be along the Modjeska Grade depicted as a cross-hatched line on Exhibit #19. The regions are referred to as the North and the South Foothill Corridor Areas. This two-region distinction was determined due to the differences in vegetation, topographic and drainage conditions, accessibility and social distinctions. Advisory Committees for each region are recommended and explained in the "Committees" Section of the Policy Plan. The following Table #13 shows for each North and South Foothill Region the Community Planning Areas and their estimated acreages. (See Exhibit #19 - Community Planning Areas)

FOOTHILL CORRIDOR ORANGE COUNTY VICINITY MAP



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